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counties and has resulted in bringing into the high schools of the state, even during the first year of its operation, more than two thousand students from the country districts, thus materially increasing the revenues of the high schools. The law stimulates the high schools to do better work and so tends toward a better standard for them. Students must have a certificate of proficiency in the common school work from the county superintendent, and this tends to encourage better instruction in these schools. The state superintendent determines annually what high schools are properly equipped as to teachers, apparatus and course of study to receive students under the law.

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## CURRENT EDUCATIONAL LITERATURE

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ROYAL COMMISSION ON SECONDARY EDUCATION (BRITISH), *Volume I of the Report.*

THE commissioners' interpretation of the directions given them and the leading motives guiding them in their investigations and recommendations are indicated in the following extracts:

"Our aim has been to draw the outlines of a system which shall combine the maximum of simplicity with the minimum disturbance of existing arrangements." . . . "Believing we would retard the accomplishment of the necessary reforms were we to recommend a clean sweep of existing agencies and the substitution for them of something altogether new, we have retained some things which more trenchant reformers might have desired to destroy for the sake of their future rebuilding, and have endeavored to simplify by way of organization and consolidation. And in modifying existing authorities and agencies, we have sought to increase their usefulness by bringing them into harmonious relations with one another." Again, with reference to private institutions: "In the belief that it is not so much by superseding, as by aiding and focusing voluntary effort that real progress may be made, we have planned to turn private and proprietary schools to good account, and have discountenanced any idea of driving them out of the field." . . . "Like motives have guided us in considering financial resources and their application, and we have aimed, not at imposing fresh burdens upon the taxpayer, whether local or general, but rather at measures of reform and consolidation, which may turn existing sources of revenue to the best account." . . . "The system which we desire to see introduced may rather be described as coherence, an organic relation between different kinds of schools which will enable each to work with due regard to the work to be done by the others, and will therewith avoid waste both of effort and of money."

These extracts indicate the guiding trend of motive, evident throughout the report. The commission felt that too much that was good and substantial

had already been built up in secondary instruction, to permit the contemplation of the loss that would be incurred in clearing it all away for the purpose of erecting a new and symmetrical structure.

With such a central thought, we find the commission directing its effort toward the solution of problems of organization. It is not so much the extension of the large powers already distributed among various separate agencies, as the harmonizing of the agencies which exercise them, that is urgently required. We find them advocating, then, the need of greater unity of control. Local authorities are required which shall be responsible for all secondary education within their respective areas. There should also be one central authority, which, while leaving due freedom of action to the local bodies, could supervise the general interests of secondary education in England as a whole. In the provision of schools the first principle would be to utilize every existing element of the supply which is or could be made good of its kind—for example, all those private schools which are really efficient and would accept the public tests of efficiency.

The measures which they recommend as calculated to bring about that correlation of existing agencies and economical application of existing funds, which they so constantly felt to be required for the proper organization of secondary education in England, are presented in five classes, viz.:

1. Those which relate to the constitution and powers of a central authority calculated to bring the state into a fitting relation to secondary education.
2. Those which relate to the constitution and powers of local authorities, rural and urban.
3. Arrangements for the better organization of schools.
4. Financial arrangements, and
5. Questions specially affecting teachers.

In presenting the first class of measures it is shown that some central authority is required, not to control, but rather to supervise the secondary education of the country; not to override or supersede local action, but to endeavor to bring about among the various agencies which provide that education a harmony and coöperation now wanting. Its functions, specified in detail in the report, include in a general way, general oversight over local authorities, supplying information and advice to these, the power of framing or approving schemes for the reorganization of endowments and application of public funds, and the deciding of appeals from local authorities. It ought, in the view of the commission, to consist of a department of the executive government, an addition to the general education office, presided over by the same minister to whom the charge of primary education is entrusted.

Some of the duties devolving upon such a department would be in their nature so distinctly judicial, or so purely professional, rather than executive, as to make it desirable to secure for the minister the advice of a body not

under his official direction. An educational council is therefore recommended which should consist of not more than twelve members, carefully appointed according to a specified plan, who should meet at least four times a year, and at such other times as the minister might call them together.

There is at present no central authority responsible for secondary instruction. As a matter almost of necessity some such functions have been discharged in part and independently by two organs, viz., the Charity Commission and the Science and Art Department.

In making out a plan of local authorities, the commission had one of its most difficult problems. Both in town and in country, existing public bodies of many kinds are in possession of the field, and it was necessary to consider very carefully, not merely what plans were best in principle, but which could be introduced with least friction and the least disturbance of existing arrangements. They point to the county as clearly the proper rural area, and the county borough (cities of 50,000 or over) as the proper urban area, and their recommendation is that there shall be created a local authority for secondary education in every county and one in every county borough. The county local authority ought to have a majority of its members appointed by the county council, as being the general representative authority for the county. A specified portion of the remainder ought to be appointed by the education minister after consultation on his part with any universities or colleges immediately interested in the county's concerns, and the remainder ought to be directly representative of the teaching profession, this last suggestion being especially emphasized.

The county boroughs already possess two authorities concerned with education—the borough council, which distributes grants, but for technical education only, and the school board, which, though legally responsible for elementary schools only, has in many places become an important factor in the provision of secondary instruction. These two bodies ought to be given recognition in the appointment of the new borough local authority, and, as in the case of the county authority, the central office should secure representation to interested or connected universities and university colleges, and as before, there should be secured to the local authority, the benefit of that special experience which teachers possess.

We note throughout the urgent insistence of the commission upon securing the presence of this professional element in these bodies.

The functions which such local authorities may properly discharge are discussed in full under the following four heads:

1. The securing a due provision of secondary education.
2. The remodeling, where necessary, and supervision of the working of endowed schools.

3. A watchful survey of the field of secondary education, with the object of bringing proprietary and private schools into the general educational system, and of endeavoring to encourage and facilitate, so far as this can be done by stimulus, by persuasion, and by the offer of privileges and advice, any improvements they may be inclined to introduce.

4. The administration of such sums, either arising from rates levied within its area, or paid over from the national exchequer, as may be at its disposal for the promotion of education.

It will be observed that the commission nowhere has in contemplation the establishing of *free* secondary education. Its position may be drawn from the following extract from its statement concerning the fixing of fees to be paid by pupils: "Schools possessing endowments, or able to count on subsidies from local authorities, will be in a position to reduce their fees as much below cost price as these sources of income enable them to go. We think, however, that as a rule, assuming the school to have its buildings found, and the expense of their maintenance not to be included in "cost price," the cost price ought to be taken as the standard, and that endowments or public grants ought to be employed chiefly in aiding the poorer children of promise to obtain what they could not pay for, or in supplying a somewhat higher or better education than the inhabitants generally are as yet prepared to pay for. . . . The principle that all schools ought, as far as possible, to aim at husbanding their resources for these purposes, rather than expending them upon a general reduction of fees, seems to be a sound one, and most likely to further, in the long run, the spread of a higher type of education."

The fifth class of measures has to do with questions specially affecting teachers. Methods of appointment and dismissal are discussed, and measures proposed that would tend toward greater security of position. Plans for fixing the salaries of head teachers and of assistants are proposed, and means suggested for preventing the fixing of salaries, as sometimes now happens, at figures too low for the maintenance of a proper standard of professional efficiency. The commission deprecates the general custom of fixing the salaries of women teachers too low, even when they are well qualified academically and professionally, expresses the hope that school authorities will deal more liberally in this direction, and urges the desirability of encouraging, both by good salaries and by prospects of promotion, the entrance of the most capable women into the work of teaching.

A full plan is here outlined for the registration of teachers. There seems to be no question as to the demand for and the desirability of a register. With the thought that it should be based upon qualification and ability, and that admission to the register should be regarded as an enviable distinction from the first, it is recommended that no one be registered who does not possess:

"1. A degree or a certificate of general attainments, granted by some

university or body recognized for that purpose by the registration authority, and accepted as satisfactory by that authority; and

"2. A certificate or diploma of adequate knowledge of the theory and practice of education, granted by a university or body recognized as above."

Together with the name and the date of registration would be entered a brief record of qualifications and actual experience, with space left for recording, from time to time, further acquirements on the part of the one registered.

To aid in securing due effect, it might be enacted that after the lapse of a reasonable time after the establishment of the register, no unregistered teacher should be allowed to be appointed as a teacher of any secondary school. The commission would assign the duty of keeping this register of teachers to the Educational Council.

The report discusses fully the need of further professional education of teachers, and the methods of securing a supply of efficient teachers for secondary schools.

It recommends measures for raising the general *status* and dignity of the teaching profession, and thereby enhancing its attractiveness; for improving the prospects of teachers and the conditions under which they have to do their work; for securing to those entering the profession opportunity for better general education and professional preparation.

The universities are suggested as probably the proper institutions to take up the task of giving this professional education, as has already been done by two Scottish universities. The science of education ought to be studied where other branches of mental and moral philosophy are fully handled by the ablest professors.

Whether any institutions in the nature of practice schools need to be attached to the universities or established in connection with the greater secondary schools, or whether some other provision be made of facilities for practice under competent instructors, may properly be left to the universities and the central office to decide in the light of experience.

The report closes by acknowledging as real the oft-exploited "disadvantages from which young Englishmen suffer in industry and commerce owing to the superior preparation of their competitors in several countries of continental Europe," but "attaches no less importance to the faults of dullness and barrenness to which so many lives are condemned by the absence of those capacities for intellectual enjoyment which ought to be awakened in youth." "Thus it is not merely in the interest of the material prosperity and intellectual activity of the nation, but no less in that of its happiness and its moral strength, that the extension and reorganization of secondary education seem entitled to a place among the first subjects with which social legislation ought to deal."

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